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ABSTRACT

Evaluation policy and how it is determined in a major school district are examined, using a qualitative case study approach. Focus is on stimulating dialogue on these issues toward the development of a theory of the way evaluation and policy interact in a large school district. The experience of the Portland Public Schools (PPS) in Oregon in program evaluation is detailed. The superintendent and two key board members of the PPS were interviewed during the 1987-88 school year. The Curriculum Committee of the Board of Education became the locus of discussion about criteria for deciding what programs to evaluate. Analysis by this committee in conjunction with the Research and Evaluation Department eventually resulted in an evaluation notebook with criteria and the agenda for evaluation. For comparison purposes, a survey was conducted of 114 large school districts in the United States and Canada concerning their evaluation processes, with 69 districts responding. Drawing on all these sources, a model of the decision process was proposed and is represented by a diagram. A working theory of the relationships between evaluation and policy may eventually be developed from similar research. Three tables and seven flowcharts are presented. The PPS Budget Timeline for 1987-88 and December 1987 Survey results of 68 large school districts are appended. (SLD)

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# SETTING THE EVALUATION AGENDA:

## The Policy - Practice Cycle

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# Who Sets the Evaluation Agenda: the policy - practice cycle

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## INTRODUCTION

Just what is evaluation policy and how is it determined in a major school district? Who sets the research and evaluation agenda, and how does that agenda get translated into the numerous studies that are conducted each year in a large district research and evaluation department? What is the role of the school Board in setting the agenda and establishing priorities for research and evaluation resource utilization? What should be evaluated and for how long? How do the results of a study get used by the Board and to what extent should these results influence policy? And finally, how can the R & E Department strike a balance between the need to produce evaluation reports on designated important projects and the need to provide consultation and support services to teachers and principals so as to directly improve the quality cf instruction through the application of data? These are the questions being addressed by the Portland Public Schools' Department of Research and Evaluation in an effort to develop a clear set of policy guidelines and establish criteria for allocating scarce evaluation resources.

In this paper we will: 1.) explore these issues and their implications in depth, 2.) describe the process used in a major urban school district to answer these questions and 3.) compare the results with those of other major school districts as indicated by their responses to a survey. Our purpose is to share the policy and procedural outcomes of these processes with evaluators and administrators in other districts in the hope of stimulating a dialogue on these issues that will move us toward the development of a theory of the way evaluation and policy interact in a large school district. Such a theory can be of value to researchers, scholars and students of educational evaluation by providing a tool for gaining insight into these problems.

### Perspective

Evaluation policy within school districts is often unclear and unwritten, consistent with their loosely coupled organizational nature. This lack of clarity can lead to confusion and management problems when the demand for evaluation services exceeds budgetary constraints. This is increasingly the case as

the decade of school reform matures into a decade of increased accountability for results. In the absence of a clear set of criteria for setting priorities and a clear policy for guiding evaluation studies, conflicts can arise in the competition for evaluation services. Such conflicts are healthy insofar as they indicate a positive attitude toward evaluation and its potential for informing the decision making process. They are unhealthy, however, insofar as they represent a failure on the part of administrators to assume responsibility for monitoring their own projects, by substituting the evaluation report for internally generated management information. They are also unhealthy if they put principals and teachers in competition with central office administrators for scarce evaluation resources.

Evaluators and evaluation administrators are often put in a conflict situation when their work is so well appreciated that the client-administrator develops a dependency need for an annual evaluation report. This locks up resources that might otherwise be used to evaluate new start pilot projects that may be innovative responses to major educational needs. Clarifying the policy can be beneficial to both client and evaluator if the policy statement communicates expectations about what to evaluate, when and for how long. However, clear policy guidelines also inhibit flexibility, one of the key features of loosely coupled organizations that enables them to adapt to changing conditions.

Unfortunately there is little help for finding solutions to these problems available in the literature on evaluation and its effect on policy formation. Most articles and books dealing with the role of evaluation and its uses in decision making or policy formation are written from a national policy perspective (Patton, 1978; Rossi and Freeman, 1985; Rich 1978; Weiss, 1977) and few deal with the relationship of evaluation to policy in education specifically. Therefore we feel that a close up examination of this relationship in a major school district should be instructive to educational evaluators and policy makers who are enmeshed in this interaction but may not have had the opportunity to step back and take an objective look at the processes they are engaged in.

## Methodology

The methodology used here is a qualitative, case study approach. The paper describes a process, relates the process to a conceptual framework or model and derives a set of criteria and policy guidelines for program evaluation and related support services. The guidelines are currently being piloted and revised, based on experience. Interviews with the Superintendent and key Board members involved in the agenda setting process, provide in-depth information on emerging policy. A survey of

large city school district research and evaluation directors provides a comparative framework for the discussion.

The problem

The Portland Public Schools is a large urban district with an estimated 1987-88 enrollment of 53,000 students in grades kindergarten through twelve. The district budget for the current year is approximately $ 300,000,000. Of this total approximately $ 1.5 million or one half of one percent is allocated to Research, Evaluation and Testing. Of that total about $380 thousand is allocated to program evaluation. Enough to support a unit consisting of one assistant director, one data coordinator, five and one half program evaluators, a data analyst and a data clerk.

The remaining resources of the department support five other units which also contribute to the program function. These are testing operations, test results reporting, test development, psychometric research and development and field services.

During each of the past three years, the program evaluation unit has been responsible for conducting from fifteen to twenty program evaluation studies, each resulting in a formal report. In addition, this unit is also responsible for responding to numerous requests for data analyses, evaluation design assistance, data interpretation assistance; direct support to principals and teachers who have data collection, analysis and interpretation needs; development and production of a set of administrative reports detailing the achievement of schools by grade level for each basic skills subject area and for screening requests and providing support to external researchers.

Evaluation Priorities

Setting priorities for program evaluation studies has been a source of concern for the Assistant Director for Program Evaluation and the Research and Evaluation Department Director. In the past there has not been a well defined process for such priority setting. The tendency has been for the program evaluation unit to respond to every request for program evaluation assistance in as positive a manner as possible. Saying no to a request due to a lack of resources was not always thought to be acceptable in a service oriented system. The predictable result was that as the queue of projects grew in length, the delays in project completion also increased in both number and length until the timeliness of the results was questionable. In a growing number of cases reports weren't being completed until a year or more after their scheduled dates, rendering their recommendations out of date. Some of the value of these studies was preserved through the informal communication between the evaluators and the program administrators, but the Board of Education, who rely mainly on

the reports or formal presentations for their information about programs were, in an increasing number of cases, receiving stale information. The accountability link to the Board was in danger of becoming compromised.

In a separate development, a few key Board members and some administrators were becoming increasingly interested in placing a greater emphasis on having the Research and Evaluation Department provide direct services to teachers and principals through on-site technical assistance and consultation services. The model for such direct services already existed in the form of a Field Services unit within the R and E department. The Field Services unit had been comprised of 1.5 professional f.t.e., dedicated to working directly with school based personnel in the interpretation of test data and related functions. The conversion of one half f.t.e. from field services to program evaluation in 1986 aroused concern on the part of some Board members that the needs of teachers were not being adequately addressed by Research and Evaluation. Increasing the Department's staff allocation in order to meet this need was not an acceptable solution. This intra-Board discussion resulted in two or three Board members raising questions about how evaluation priorities were being set. They wanted to know who was deciding which programs to evaluate and why some programs continued to be evaluated year after year while others were never subjected to such scrutiny. Some Board members were particularly interested in having evaluation studies done on programs that were of concern to them and were well aware of the overload on the Program Evaluation unit. They began to seek the support of the Superintendent for direct Board participation in examining the program evaluation agenda and establishing criteria for the selection of programs to be evaluated.

The Criteria Development Process

The Curriculum Committee of the Board became the locus of discussion about how to establish criteria for deciding what programs to evaluate. In early spring of 1987 the Curriculum Committee chair invited the R and E Director and the Assistant Director for program evaluation to meet with the committee to discuss the problem. They were interested in answers to two major questions:

1.) How does the decision to evaluate a program get made and by whom?
2.) Once a program evaluation is conducted, who decides and how do they decide to continue or discontinue evaluating it?

The first question was driven by the Board's need to have information on the effectiveness of programs it was funding that were competing for scarce resources. The second was sparked by the observation that the Board had been receiving reports on some

of the same programs each year for several years, but had not received evaluations of other programs they were interested in.

The DRE and AD for program evaluation met with the Curriculum committee in a series of meetings, beginning in May of 1987 and extending through October. As this paper is being written the process is continuing with a meeting to be scheduled following the annual budget hearings in April.

At the first meeting with the Curriculum Committee questions were raised about how new programs were started and how they were identified for evaluation. There were also questions about the amount of testing in the schools and whether the data collected through the evaluation process was being used. The Superintendent expressed support for a system of evaluating pilot projects that were being tried out for possible replication. He noted that as many as 150 innovations might be on trial at any given time. He said he did not recommend that the Board ask for a formal evaluation on every new program. A Board member supported this position adding that an evaluation should be required for any new pilot effort that the Board was likely to be asked to provide general fund support for after the initial pilot period. The Superintendent suggested that the DRE and AD go through the current list of program evaluations and make recommendations for continuing or discontinuing the evaluations. The committee chair requested that the committee do three things: 1.) clarify the process for developing new programs, 2.) develop criteria for deciding which programs to evaluate and 3.) develop a process for the Board to deal with program evaluation on a continuing basis. She added that her intent was that we should evaluate programs with "major implications". The criteria should include items such as stability of the evaluation data, the number of years the program had been evaluated, how the data were being used, whether the data were helpful and possible consequences of reducing the number of evaluations. The Superintendent concurred, adding that the criteria could be drafted for the committee and then shared with the entire Board during its planning process. The Director of Curriculum raised the issue of timeliness of evaluation reports in relation to the Board's budgeting cycle. He said there were occasions when a program started in September and the Board needed information about its effectiveness in the early spring in order to make budget decisions. The DRE raised the question of whether the Board would want to see all evaluation reports or just selected reports.

## Decision Analysis

As a result of the first meeting the AD developed for the DRE's review a decision analysis of the logic underlying decisions leading to the initiation of an evaluation study. The results of that analysis are shown in table 1. Two key criteria

emerged from this analysis. The first was that requests for program evaluation studies were weighted according to the five hundred pound gorilla phenomenon. The greater the authority and responsibility of the requestor the greater the probability that the evaluation project would be undertaken, even if some other project had to be slipped or delayed in order to accommodate it. Theoretically, this meant that requests from the Board, ratified by the Superintendent or directives from the Superintendent received highest priority with the Deputy Superintendent second, the Assistant Superintendent third, the Directors of Curriculum and other services fourth, with the directors of instruction and others sorting out according to their level in the district hierarchy. Practically however we could, upon careful reflection, recall only one instance in which a request to evaluate had come directly from a Board member; a request for a districtwide evaluation of the Physical Education program. Although we had not kept records on the specific source of requests, our collective memories told us that about seventy five percent of our requests came directly from the Assistant Superintendent, directors, assistant directors and other program administrators who felt a need for program evaluation to provide them with information they could use in shaping and supporting their budget requests. The remaining twenty five percent came from the Superintendent via the DRE.

(Insert table 1 here)

The second criterion that emerged from the decision tree analysis was that other things being equal we tended to evaluate programs that purported, or held promise for, a broad impact on instruction or affected a larger number of students. Application of this criterion would give precedence to evaluating a text adoption over evaluating a computer-aided-instruction pilot project. Oddly, we couldn't see evidence of this criterion having been addressed in the program evaluation agenda on which we were working at the time. It had seemed to emerge more as an idealized criterion, driven out of hiding by the logic of the decision analysis process.

The next meeting of the Board's curriculum committee took place in June of 1987. We presented the decision analysis expecting that they would be satisfied that we had a rational process for deciding what to evaluate. In this meeting the committee raised questions about: 1.) how evaluation reports were being utilized, 2.) strengthening the linkages between the R. and E. Dept. and teachers for interpreting test scores and 3.) whether Board members should make requests for evaluation without going through the Superintendent. The chairperson suggested that the DRE and AD meet with the committee during the summer to review the list of projects and decide what should be dropped and address these additional questions. The DRE suggested that he and the AD work with the Superintendent to develop a set of

Table 1.

Decision Analysis For Deciding What Programs to Evaluate

1. Does the program or project have clear implications for improving education?
   a. If so, then does it address a recognized need here in Portland?
   b. Does it address an anticipated need?
   c. If answer to either 1.a or 1.b is yes then program should be considered for evaluation.

2. Is it a new program?
   a. If so, what is its scope in terms of:
      - subject matter - (measurable outcomes?)
      - numbers of students served
      - numbers of schools involved
      - grade levels
      - special populations
      - clusters

   b. If new to PPS has it been implemented in other districts and with what effects?

   c. Has it been demonstrated to be effective with minority students?

3. Can the program be evaluated within our resource constraints and methodological capabilities?
   a.) If so, then consider for evaluation
   b.) If not, then either consider for outside contractor or don't evaluate.

4. Who is requesting the evaluation (clients)?
   a.) Board of Education
   b.) Superintendent
   c.) Administrator(s)
   d.) External funding agency
   e.) Other (who?)

5. If not a new program, has it been evaluated before or is it currently being evaluated?

   a. If it has been evaluated before:
      1.) How many times and how recently?
         a.) Will a new evaluation add <u>useful</u> information?
         b.) Is longitudinal trend data available?
      2.) What were the results and recommendations?

Table 1 (continued)

3.) Have the recommendations been implemented?
a.) If not, then do not evaluate again until they are implemented.
b.) If so then consider evaluating to find out whether the recommendations, as implemented, had the desired effect.

4.) Has sufficient time been allowed for the recommended program changes to be fully implemented and to have their expected effect?
a.) If not allow one year for implementation before evaluating again.
b.) If so consider evaluating again, focusing on
recommended changes and their expected outcomes.

6. If the program is to be evaluated:

a. What type of evaluation decision is indicated;

1.) Summative - continue, expand discontinue.
2.) Formative - monitor and feedback information for improvement.
3.) Accountability monitoring (program responsibility)
4.) Other ? ( you name it.)

b. Given resource limitations, how important is it that this program be evaluated this year?

1.) What are the contingencies associated with evaluating this year versus next?

2.) What is the latest point in time for completing an evaluation in order for it to be useful?

3.) What is the earliest desired evaluation reporting date?

recommended deletions and possible additions to the list, provided that the committee agreed with the proposed criteria.

They queried the Superintendent about some of the specific projects he had requested evaluations for and how many successive years of evaluation would be required in order to obtain needed information. One such project, an innovative math program designed to teach pre-algebra skills and increase students' esteem for math learning, was already in its second year of evaluation and some Board members were curious about how much evaluation it would receive. Others were increasingly vocal about what they perceived to be wasteful repetition stemming from annual evaluation reports on stable programs that had been evaluated many years before. These were among the evaluations that had been commissioned by some higher level administrators to help them maintain budget security. As a result of this debate we were asked to develop the criteria further to specify when to quit evaluating a program.

As a result of this second meeting with the Curriculum Committee of the Board, we decided that an increased level of direct communication with the Board on program evaluation projects would help to resolve some of their future questions and concerns by keeping them apprised of changes in our agenda and informing them of our future plans. We developed an outline for a Board and Cabinet Evaluation Notebook, to contain information on all projects we were working on over a three year span. We would propose the notebook idea to them when we next met to present the expanded criteria.

At the next meeting, in August, 1987, we presented an expanded criteria list with specifications for when to quit evaluating a program. This list is shown in table 2. These criteria were very well received and seemed to satisfy the need for an orderly decision process for resource allocation. The committee was also very receptive to the proposed notebook. We explained that it would be a loose-leaf binder containing information on all projects scheduled to be evaluated for the current year and the next year, a list of reports available from previous years and would be updated with abstracts and administrative summaries of reports as they were completed. The newly developed criteria would appear following a rationale statement explaining how we saw the role of program evaluation in the decision making process.

(insert table 2 here)

The Evaluation Notebook

The notebook was developed and presented for review by the full Board in October. Some members who had not been involved

Table 2.

Criteria for Deciding What Programs to Evaluate

1. Other things being equal, programs affecting a larger segment of the student population or a larger number of schools have greater resource implications and potential for effecting change than smaller programs, therefore they should receive higher priority as candidates for program evaluation.

2. Other things being equal, priority for evaluation will be assigned to pilot programs that have been demonstrated in other districts to reduce the achievement gap between minority and non-minority populations.

3. Other things being equal, priority in deciding which programs to evaluate will depend on the source of the request, with Superintendent and Board requests receiving equal, top priority, other cabinet members and DOIs receiving second priority and second level administrators receiving next priority.

4. Other things being equal, programs that have already been systematically evaluated and on which a summative evaluation report is available will not be evaluated again until the recommendations made in the evaluation report have been considered for implementation or at least two years have lapsed since the evaluation study was conducted.

5. Responsibility for program monitoring is a management function that resides with the program administrator; therefore program evaluations should not be substituted for program monitoring. Evaluation consultation assistance will be available to help program administrators establish planning, monitoring and information feedback systems for program management.

6. When all other conditions have been met the urgency of need for evaluation must be considered in deciding whether to evaluate a program or not. The Program Evaluation Unit will maintain a three year queue of program evaluation priorities.

with the Curriculum Committee discussions raised questions about the level of generality and lack of definitiveness in the criteria. A few wanted the criteria to be weighted in the order of their relative importance. Some discussion developed over which criteria ought to take precedence over others. A lengthy discussion developed over the use of cost data in evaluations and whether the criteria should give precedence to cost studies. The upshot of these discussions was that we were asked to revise the criteria to include cost analytic studies.

Since the adoption of these criteria and the advent and implementation of the notebook, questions about priorities and criteria have subsided. The notebook containing the criteria and the agenda is updated on a monthly basis when changes occur as a result of new reports become available.

The Board's Planning Cycle

The PPS Board of Education operates on an annual cycle of goal setting, budget allocation, adoption, review and verification. Goal setting takes place in the fall in a series of meetings in which input is sought from the Superintendent and his cabinet regarding their priorities. A series of planning workshops provide the opportunity for the Board to revise existing and develop new goals. Public input is elicited through a Citizen's Budget Review Committee. Administrators and Department Heads review their budgets and begin planning for the next annual cycle in December. Proposed budgets for the following year are due in February and subjected to review and revision throughout the spring in a series of meetings. This process culminates in the adoption of an annual budget in June and the cycle begins anew each fall. An example of a Board planning activity schedule is shown in the appendix.

Evaluation results from major program evaluation efforts are used in the spring in a series of budget hearings to inform the allocation process for the following year. Information on program effectiveness and recommendations on program reduction, continuation or change are reviewed and considered by the Board and administration.

The role of evaluation in policy: Superintendent and key Board members' perspectives

The Superintendent and three key Board members were interviewed during the month of February to obtain their perspectives on questions pertaining to the role of evaluation in the policy decision process. They were asked the following questions:

1. What, in your view, should be the role of the Research and Evaluation Department in each of the following areas:

a. Informing the Board of Education's/Superintendent's decision making and policy setting process?

b. Providing support to teachers, principals and administrators?

2. In your opinion, what are the most important criteria in deciding what programs to evaluate?

3. How much weight should the Board and the administration give to evaluation study recommendations in making decisions about which programs to initiate, sustain or discontinue? Should such decisions be based primarily on evaluation results? If not, what other important factors should be included?

4. To what extent do you think program costs should become a part of the formal program evaluation process?

5. Is there anything else you'd like to say about program evaluation?

The Superintendent was asked these same questions plus the following additional question.

What, in your opinion, are the most important factors in making decisions about whether to initiate, sustain or discontinue educational programs?

The results of these interviews are discussed next in terms of their consistency with the criteria we have adopted.

## The Superintendent's perspective

The Superintendent revealed a healthy knowledge of the distinction between "policy" and what he referred to as "the pragmatics of the situation." In response to the question about the most important factors in deciding what programs to initiate, sustain or discontinue, he referred to the district's policy manual, noting especially the general duties of the Superintendent, including the responsibility to "direct the work of his staff in the evaluation of curriculum, and upon the results of those evaluations to make recommendations to the Board of Education ..."[1] He observed that a good Superintendent knows the values of the local community, noting that a program that

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[1] Policy Guidelines, Portland Public Schools.

works well in one community may not be implementable in another due to differences in mores. To be effective he felt, required a sensitivity to local mores and community values as well as an awareness of the educational needs of the students. He cited as an example, a hypothetical program to teach pregnancy prevention. Such a program may be well received in one setting, and provoke public outrage in another. He cited another dimension of the community values issue in the distinction between urban and rural or small town districts.

He repeatedly referred to the need for teamwork and having a good relationship with the Board of Education. He noted that even though the policy manual does not vest power in individual Board members but only in the Board "voting as a body", he felt that pragmatically, this was not true. He implied that mutual trust and confidence in working relationships with individual Board members were key ingredients in maintaining a good working relationship with the Board as a whole. The strongly implied message was that it doesn't matter so much how programs get selected so long as we are all working together for the good of the children, in an atmosphere of understanding and trust. He felt that a "good Superintendent" has to understand the difference between formal policy and reality and must never use policy as a shield from reality.

Candidly, he observed that he found it virtually impossible to separate decisions about how, why and when evaluations really happen. He viewed himself as constantly evaluating everything in the district and relying heavily on the Research and Evaluation Department for assistance in evaluating: 1.) those programs that we are obligated to evaluate under federal and state guidelines and 2.) those programs that our own internal audits tell us we should evaluate.

Perspectives of key Board members

Board Member Number One, has been on the Board of Education for seven years. He is a member of the Curriculum Committee and had been involved in all previous discussions of the evaluation agenda setting process and the development of criteria.

This board member's view of evaluation and policy was both knowledgeable and pragmatic. On the question dealing with the dual roles of evaluation he felt that while both functions were vital to the school district they were very different functions, almost like two different departments, with testing providing very important information to teachers and others on how well the kids are doing and program evaluation providing badly needed information to policy makers. He felt that while both are key functions, they can and should support one another. He observed that while teachers need test information to know what and how to teach their students, the Board and administration need

information that they can use in knowing where to place teachers and aides and which programs to support. He offered that evaluation is undervalued, especially in government, where many social programs could benefit from carefully conceived and executed evaluation studies. He viewed evaluation expenditures as a good investment, so long as the evaluation team is comprised of high quality professionals.

Board member one felt that our criteria should not be used as a rating scale to rank order priorities, but should be viewed holistically in the light of other factors that could affect the selection decision. Such factors as, political influences from external advocacy groups, the relative importance of a particular project to a key administrator or Board member and so on. He felt that the size of an evaluation project and the resource demands it carried should be weighed against its importance and probable payoff. He clearly did not favor rank ordering criteria from most to least important or using any set of criteria in a procedural fashion to rank order programs for evaluation. He felt that the Board needed to be sensitive to all the pressures on the R and E Department's resources and trust in the professional judgement of the highly qualified evaluation staff.

On the issue of how much weight the Board and administration should place on evaluation recommendations, Board member two felt they should have "enormous weight" in the decision process, but that the recommendations should be thoroughly specified in terms of implications for program resources and the trade offs that might be necessary to implement the recommendations. Recommendations should include details on the conditions required for successful implementation the characteristics of student groups with which a program is likely to work best. He further suggested that the evaluation recommendations should lay out clear choices for the administration to act upon. This, he felt was made possible by having high quality evaluation professionals conducting the work. In short, he felt that our evaluation unit was very strong and that the administration should expect high quality studies from us and should act upon the results.

Board Member Number Two is the only female member of the Board and had been the chairperson of the Curriculum Committee during the discussions about the evaluation agenda setting process. She has been on the Board for three years.

This Board member had some hesitancy about defining the role of the Research and Evaluation Department in the two areas of informing the Board and Superintendent's decision making process and providing support to teachers, principals and administrators. She felt that the R and E Department should have an increased role in the district by becoming involved in the program selection process and not just being brought in to evaluate a program

once it had been implemented. This, she felt would result in better quality programs and simplify the decisions about what to evaluate, since the evaluators would already know a lot about a program and its history of success or failure in other districts.

She also suggested that evaluators should make more brief oral reports to the Board on evaluated projects and that the reports should be more interpretive and less guarded in their conclusions and recommendations. She acknowledged that evaluators have a professional responsibility to be objective and that much of our credibility stems from that objectivity but felt that we should, at least in oral reports, express our gut feelings about the programs we evaluate as well as the facts. She felt that this was even more important in light of the fact that she didn't believe that Board members always read the reports, or if they did they might only read them quickly and not as thoroughly as would be needed to make decisions based on them.

When asked about the role of R and E in working with teachers, principals and other administrators, Board member two felt that it was critical to effective evaluation for us to work closely with the teachers and principals when conducting program evaluation studies. She felt that such interaction should and probably does begin before the program evaluation study begins. She said that program success was based on "...the difference between flying by the seat of your pants and using evaluation data for decision making." She identified a "philosophical orientation to using data" as a key ingredient in program success.

Board member two felt that the most important criterion for deciding which programs to evaluate was the extent to which a program addressed a major district goal area. The question "how well does this program fit within the district's five year mission statement?" should be answered for each program before a decision is made to evaluate it, adding that within the context of the current mission and goals this would mean a relatively high emphasis would be placed on evaluating programs for at-risk youth.

The second most important criterion identified by this board member was the "potential impact" of a program in terms of its breadth and depth. Programs that promise help for a broader range of students or offer the most in depth assistance for a segment of the student population identified as needing help should receive our attention first. Availability of evaluation studies from other districts should also be a factor however, with those programs that were already well evaluated receiving lower priority. She felt that if a program had a good track record, based on evaluation studies in other districts and if those studies were of acceptable quality, then we should not

squander resources on evaluating it when there were other programs on which less data were available.

On the issue of how much weight the evaluation results should be given in the Board's decision process, this Board member felt strongly that the evaluation study should not be the sole determinant. She felt that political and social factors had to be taken into account and that it was conceivable that the Board could decide to keep a program in operation against the recommendations of the evaluator if there were strong political reasons to do so. Such reasons could include a strong local support base or advocacy group exerting pressure on the administration to continue the program.

This Board member introduced the idea of an "environmental design" component in program evaluation studies. This would be a more qualitative approach that would look at the relationships among the school and the program and the community. Her position here seemed to be linked with the need to have evaluator insights included in oral reports.

On the issue of including cost studies in the evaluations, this Board member that they would be desirable but not critical. She indicated that she would like to be able to look at program costs independently of outcomes, but hastened to add that it was probably not possible to do so. She noted that the first question board members ask is "how much did it cost?"

Summary of Interviews

All three interviewees were highly complimentary of the skills and expertise of the R and E Department, sympathetic to stresses created by demands on our resources and felt that our services were vital to effective decision making. They each referred to political and other factors that influence the choice of programs to be evaluated. Board Member One extended this influence to affect the use of evaluation results. Both Board members expressed a desire for more cost analysis in the evaluation studies.

The Superintendent emphasized cooperation and teamwork between the Board and administration as key ingredients in deciding what to evaluate as well as how to use the results effectively. He, more than others emphasized sensitivity to cultural values of the community as an essential factor in policy decisions. All three viewed policy and practice as being separated by pragmatic considerations.

Board Member Two was more willing than the others to identify one or two criteria as being more important than others. Her choice of criteria as most important indicated a leaninng

toward a more rational utilitarian philosophy than the others expressed regarding evaluation and policy.

Survey of Directors of Research and Evaluation

In order to obtain a comparative framework for our own evaluation agenda and criteria we conducted a survey in December 1987 of 114 Directors of Research and Evaluation from the largest school districts in the United States and Canada. The survey questionnaire contained six questions on program evaluation policy. Following each question respondents were asked to comment and to attach any convenient documentation they thought appropriate. The initial mailing resulted in 46 responses. A follow up letter sent out the second week of January increased the number of responses to 69 districts, for a return percentage of .605. The questions and responses are shown in Table 3.

(Insert Table 3 about here)

The responses were about evenly split between yes and no on question one pertaining to policy and procedures for determining which programs to evaluate and dissemination policy. Only 17 percent of the respondents indicated that their district had a policy that required certain actions or decisions by the Board or Superintendent to be based on evaluation results, while 71 percent said no to this question. Fifty six percent of our respondents indicated that they had examples of evaluation reports that had been used by their Boards or administration to make a key decision or establish a major policy. Forty nine percent indicated that neither the Superintendent nor the Board participated in setting the program evaluation agenda, while 40 percent indicated that the Board did and only 24 percent said their Superintendent participated.

In summary, district policies and procedures for deciding which programs to evaluate and how the results should be disseminated are not consistent. Few districts, it seems, have policies requiring the administration to make use of evaluation results in the decision process. Conversely, 56 percent of the districts responding provided examples of evaluation studies that were used to make a key decision or establish a major policy. Finally, only 17 of the 69 responding districts (24 percent) have Board involvement in setting the evaluation agenda. It would appear that the Portland Public Schools' Research and Evaluation Department's history of dealing directly with department heads, program directors and other administrators in deciding which programs to evaluate is consistent with general practice in large districts. The only surprising thing about this is the relative low frequency of direct involvement by the Superintendents in our survey sample. Conversely, we found no districts reporting their Board to be involved in setting the evaluation agenda without including the Superintendent. There were however, eleven

Table 3

SURVEY OF LARGE DISTRICT DIRECTORS OF RESEARCH AND EVALUATION ON PROGRAM EVALUATION POLICY

1. Does your district have a policy, procedure or set of criteria for determining which programs or projects to evaluate?

| | | | | | |
|---|---|---|---|---|---|
| Yes = | 32 | No | = 35 | total = | 67 |
| percent = | 46 | | = 50 | | 96 |

2. Does your district have a policy or procedure that makes certain decisions or actions by your Board of Education or superintendent contingent upon the results of evaluation studies?

| | | | | | |
|---|---|---|---|---|---|
| Yes = | 30 | No | = 31 | total = | 61 |
| percent = | 43 | | = 44 | | 87 |

3. Do you have an example of an evaluation study that has been used by the Board of Education or Superintendent to make a decision or set policy?

| | | | | | |
|---|---|---|---|---|---|
| Yes = | 13 | No | = 50 | total = | 63 |
| percent = | 19 | | = 71 | | 96 |

4. Do you have an example of an evaluation study that has been used by the Board of Education or Superintendent to make a key decision or establish a major policy?

| | | | | | |
|---|---|---|---|---|---|
| Yes = | 39 | No | = 22 | total = | 61 |
| percent = | 56 | | = 31 | | 87 |

5. Does your Superintendent of Board of Education formally participate in setting the program evaluation agenda for your district?

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| Supt. | 28 | Board | 17 | Neither | 34 | total = | 79 |
| percent | 40 | | 24 | | 49 | | |

districts in which the Superintendent was involved exclusively of the Board.

Survey Comments

Respondent comments on question one revealed a wide range of methods for evaluation agenda setting, from the "arbitrary" choice of the DRE to the development of formal multi-year plans. One district based its evaluation agenda on a formal plan that rotated evaluation studies across areas of the curriculum on a six year cycle. Some comments included references to criteria for including programs in the agenda. The most commonly mentioned criterion was source of funding, with externally funded programs such as state and federally funded categorical programs most commonly named. Of 11 districts who specifically mentioned this as a criterion, only three indicated that their evaluations were restricted to this group of programs only. Several districts submitted documents containing examples of Board policy statements or assigning the responsibility for the program evaluation agenda to the Superintendent or DRE.

Comments from the 13 districts who indicated that they had a policy requiring program decisions to be based on evaluation results, revealed only one district wherein budget expenditures were actually tied to evaluation results (Rochester, N.Y.). Of the 42 districts who said that they had examples of evaluation studies being used in program decision making, only 21 submitted example reports. The most commonly stated result of these decisions was extension of the budget or program scope. Only two specifically referred to decisions to discontinue or terminate programs.

Many districts submitted documents that, collectively, provide a rich source of information on evaluation policies and procedures. Only one however submitted a bound volume containing the evaluation agenda for the district (Austin, TX). This book contained information on the Evaluation Department's mission and organization plus evaluation plans for 17 evaluations in four programmatic priority areas. It also included a dissemination plan for every evaluation report including the audience and number of copies.

Another district (Washington, D.C.) described the role of a Research, Planning and Evaluation (RPE) committee with broad responsibilities for evaluation. The committee makes recommendation to the Board on immediate and long range planning and the research and evaluation needs of the district. Other responsibilities of the RPE committee included monitoring the teacher evaluation process and making policy recommendations that into account present and future instructional management systems to reflect new technical and instructional advances.

Several districts described formal request processes for program evaluation studies an services. These processes entail completion of forms that are reviewed according to district and departmental priorities. Pittsburgh conducts an annual needs survey of "all major constituencies" in the district regarding their evaluation needs and desires. The constituencies include the Board of Education, Superintendent, cabinet, program directors, curriculum directors, principals and others. The needs assessment is used to develop a position paper reflecting evaluation needs which defines the evaluation agenda for the next year. The agenda is then analyzed to determine what work must be done by the R and E department and what can be done by others such as university researchers. Research that can be done outside is then "shopped around" to universities in an effort to interest faculty and graduate students in conducting some of the work.

Some districts, including Pittsburgh, use a charge back system to recover evaluation costs from the client program or department. In one district (Sacramento) a formal contract is entered into between the client department and the R. and E. department. We found these arrangements to be unusual. In Portland we charge for evaluation services only when the source of program funding is outside the district general fund. For example the Alcohol and Drug Abuse Prevention Program receives state and federal funding and we charge them for staff time required to collect data and write reports.

Toward the Development of a Theoretical Model

Qualitative research paradigms can benefit from the use of a conceptual framework to provide foci and guidance for data collection efforts (Miles and Huberman, 1984.) Developing a conceptual framework based on prior knowledge of a phenomenon can increase efficiency and lead to tighter, more focused research. This can be especially valuable in theory construction, where one is trying to develop a theoretical model that can help to explain relationships among factors that interact within a given social context. To the extent that theory is predictive such modeling is necessary in order to identify the critical features of the phenomenon, whose behavior one is trying to predict. As Miles and Huberman point out a conceptual framework is useful in research design as a means of delineating which variables to study and what data to collect. It is also a way of stating assumptions about relationships, some of which are purely logical and others of which may be empirically based. Therefore a logical first step in theory development can be the development of a conceptual framework or model.

The conceptual framework can be a useful tool in exploring educational policy issues. It provides a basis for generating research questions and provides a foil against which to check

one's perceptions and experiences. If, after having been revised through experience and empirical verification, it stabilizes as a veridical model of the phenomena it represents, then it can have both explanatory and predictive value to researchers and administrators seeking a better understanding of how educational policy is developed.

Our experience in working with our Board of Education to develop criteria for deciding which programs to evaluate has led us to attempt to model the decision process that has emerged and the interactions among administrative units it embodies. A schematic depiction of that process is shown in figure 1. Details of the content of each of the boxes in the diagram are shown in the appendix.

(Insert figure 1 about here)

In our model, multiple sources of demand for evaluation services impinge upon relatively fixed evaluation resources. Evaluation criteria are employed to make decisions about how to construct an appropriate evaluation agenda to deploy those resources in a way that provides the appropriate balance of evaluation studies and services to adequately address the needs of the system. The sources of evaluation demand are influenced by external factors, such as societal values, community needs, special interests, etc. and existing educational policy. These same sources also influence educational policy directly through the goal setting and budgeting process. Conjointly with educational policy these same sources also influence program selection, resulting in the particular array of programs in operation at any time. The application of evaluation selection criteria to these programs results in the program evaluation agenda.

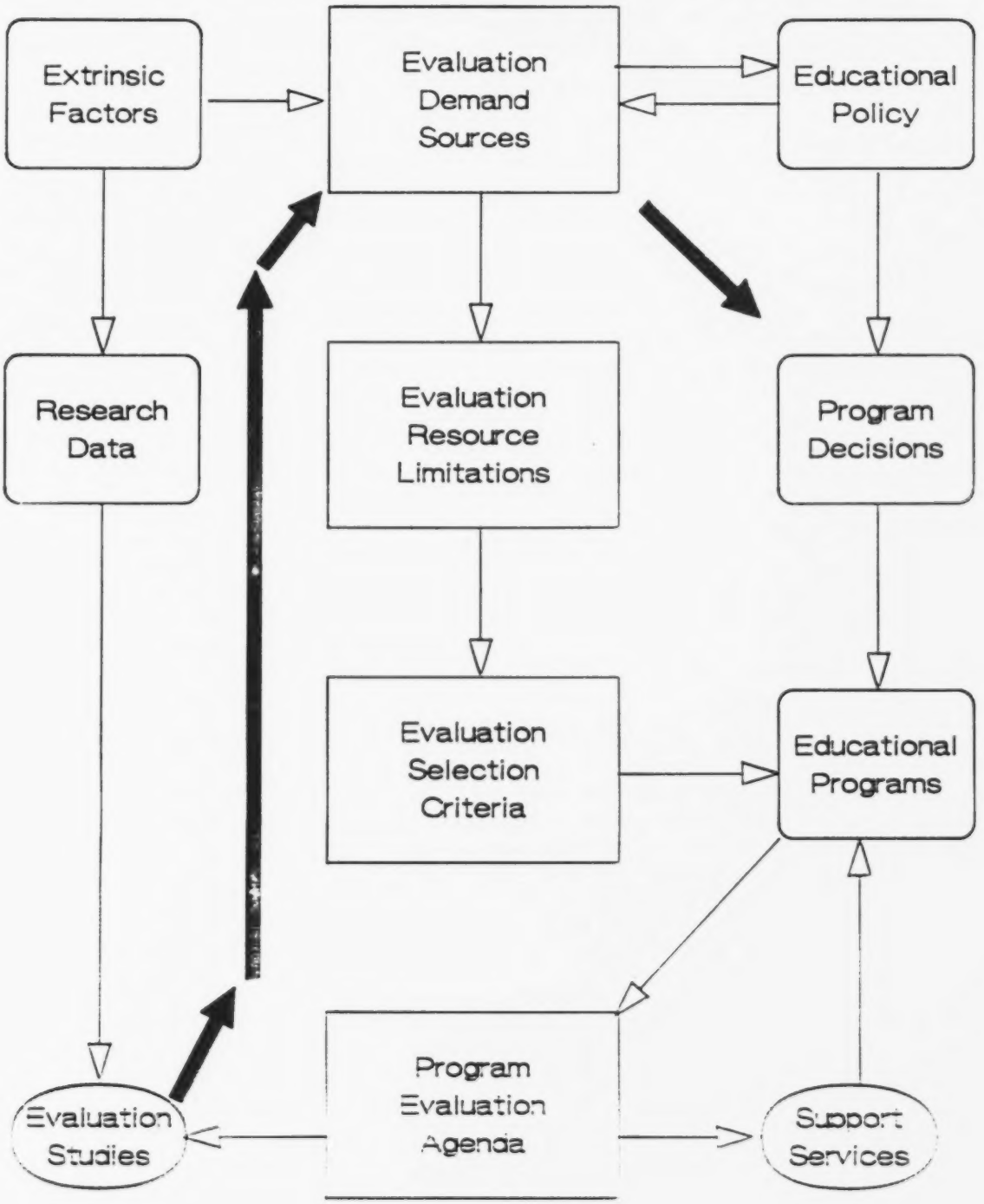
The extrinsic factors that influence the demand sources for evaluation and therefore influence educational policy also influence research agendas and result in research being conducted on social and educational phenomena. This study for example is a result of such an influence. Research data from these studies becomes a factor in evaluation studies by providing background and theory that aids the interpretation of evaluation results. Completing the cycle then, the evaluation results, when used by the Board, Superintendent and other administrators further stimulate the demand for evaluation services.

## Limitations of the Model

Models are at their very best, imperfect reflections of the phenomena they represent. This model is no exception. Dozens of drafts were attempted and rejected before this particular version emerged. Each had its strengths and weaknesses. One problem we faced in developing this model was that of finding the right level of detail to capture the most important factors we saw

Figure 1

## Conceptual Model of Evaluation Policy Cycle



operating without making the model too complex or cumbersome to be easily understood. The more detail a model contains, the less likely it will generalize to other settings. Conversely there seems to be a need for a sufficient amount of detail to offer some explanatory benefits; otherwise why would one develop a model?

School systems have been characterized as non-rational organizations (Patterson, J.; Purkey, S. and Parker, J.: 1986), when analyzed in terms of five key characteristics: goals, power, decision making, external environment and technology (teaching process). When the rational and non-rational models of school systems are compared in terms of these five dimensions the non-rational emerges as more realistic, therefore more useful, so say the authors. This may be a valuable way to review the functions of any organization if we are trying to gain an understanding of how it really works. Unfortunately the less rational the model the less value it is likely to have in predicting what will happen under a given set of conditions. This is why many models of social phenomena such as those found in economics, employ the disclaimer of "ceteras parabus". The rational model may be a necessary precursor to the development of a non-rational model because it enables the model builder to test the model under different assumptions. If the model works effectively to predict outcomes under a variety of assumptions, then it can have high utility even though the outcomes may vary as the assumptions vary.

Ours is a rational model. It depicts a cyclical decision process as if that process were wholly rational. Of course it isn't, hence the model is flawed in that regard. There are a number of adjustments that could be made to the model to compensate for this problem, but to make them would complicate the model to the point of rendering it experimentally useless. To illustrate, the point one might observe, as the Superintendent did, that there is a difference between formal policy and operational policy. Such an adjustment in the model might be portrayed by showing all policy being filtered through a reality filter. Once the model builder takes this step, then it becomes necessary to identify the major factors that comprise the characteristics of the reality filter. This of course gets terribly complicated and philosophical and while it may be intellectually satisfying to some, begs differing interpretations from others. Therefore in constructing our model, we chose to err on the side of being overly rational, while recognizing the non-rational elements of the situation we were depicting.

## RESULTS AND DISCUSSION

The major outcomes of this effort are: 1.) clarification and documentation of district evaluation policy, 2.) a set of criteria for establishing evaluation priorities, 3.) a process

for improved communication between the Research and Evaluation Department and the Board of education and 4.) a conceptual model for examining the relationships among factors that influence the development of policy in educational evaluation.

In our examination of evaluation policy in our own district as well as in other districts we discovered that about half the districts we surveyed had a policy or a formal procedure for deciding what should be evaluated, although only about one sixth of them had a policy requiring that the results of evaluations be used in decision making by the Board or Superintendent. We also found that in half the districts we surveyed neither the Board nor the Superintendent had any involvement in setting the program evaluation agenda, whereas the Superintendent was involved in about 38 percent of the districts and the Board was involved in 24 percent. In 11 percent of these districts the Superintendent was involved in agenda setting but the Board was not. There were no districts in which the Board was involved without the Superintendent. It is clear from these results that the Superintendent plays the pivotal role in the evaluation policy-practice cycle; brokering the evaluation results to the policy making body and guiding the deployment of evaluation resources.

In our own district a process for setting the evaluation agenda has begun to be developed that actively involves both the Superintendent and the Board in a rational decision process. A key element in that process is the development of a set of criteria for deciding which programs to evaluate. Those criteria, at this point in time, are subject to change as we continue to work with them and test them pragmatically. As we continue to work on this process we have an opportunity to benefit from the experience of other districts who have shared their policies, procedures and criteria with us. We intend to take advantage of that opportunity by examining the material we have gathered very carefully and drawing from it those ideas that will best fit within our process.

We have expressed our conceptual model in the form of a diagram depicting relationships among the administrative units involved in evaluation policy and the processes involved in deciding what to evaluate and how to use the results. We have presented a decision analysis in the form of a set of key questions to be answered in order to set evaluation priorities and derived a set of criteria for deciding whether to evaluate a program or not. The decision analysis, in turn, provides the basis for a procedure for setting the evaluation agenda, whereas the criteria form an evaluation policy framework.

Formal communication with the Board and cabinet level officials has been enhanced by the development of a set of reporting guidelines and the creation of a loose-leaf notebook containing vital information about projects including criteria

for deciding what to evaluate, a three year evaluation agenda and executive summaries of recent studies. Collectively, the policy, procedures, criteria and communication improvements have led to a state of high optimism regarding the ability of the R. and E. Department to sort out conflicting demands and meet the information needs of decision makers.

Informal communication has also improved through the increased level of interaction between the Superintendent and the program evaluation unit and the increased familiarity the Board now has with the work and processes of the unit.

The problems addressed in this paper are common to most large school districts with research and evaluation offices. Unfortunately, few districts have systematically addressed these problems and issues in a public forum, thus a dearth exists in terms of information about how to deal with them. This paper will help to replace that dearth with information about how one district has addressed the problems. This should encourage a healthy dialogue among evaluators, researchers policy analysts and users of evaluation services regarding optimal solutions. We encourage other researchers to apply our conceptual model in their own districts to find out whether the relationships we have identified and verified through our work hold up in other environments. Such follow up research could lead to further refinement of the model and ultimately to the formulation of a working theory of the relationship between evaluation and educational policy.

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# APPENDIX

# PORTLAND PUBLIC SCHOOLS

## BUDGET TIMELINE FOR 1987/1988

**SEPTEMBER 1987**

| | |
|---|---|
| 8 | Beginning of School Year |
| 10 | Regular Board Meeting -- 7:30 p.m. |
| 21 | Regular Board Meeting -- 7:30 p.m. |

**OCTOBER 1987**

| | |
|---|---|
| 5 | 1987-88 Budgets to Administrative/Line Support (Schools)<br>1987-88 BVL's to Departments/Schools |
| 5 | Regular Board Meeting -- 7:30 p.m. |
| 12 | 1987-88 BVL's due in Budget Office, Administrative/Line Support |
| 22 | Regular Board Meeting -- 7:30 p.m. |
| 23 | 1987-88 Budgets due from Administrative/Line Support (Schools) |
| 30 | Board Fall Planning Workshop -- 8:30 a.m. - 5:00 p.m. |
| 31 | Board Fall Planning Workshop -- 8:30 a.m. - 5:00 p.m. |

**NOVEMBER 1987**

| | |
|---|---|
| 7 | Board Fall Planning Workshop (if needed) -- 8:30 a.m. - 5:00 p.m. |
| 11 | Holiday (Veteran's Day) -- Schools/Offices Closed |
| 12 | Regular Board Meeting -- 7:30 p.m. |
| 17 | Central & Coordinating Budget Review Committee Members<br>Orientation -- 11:00 a.m. - 1:00 p.m. |
| 23 | Regular Board Meeting -- 7:30 p.m. |
| 26-27 | Holiday (Thanksgiving) -- Schools/Offices Closed |

**DECEMBER 1987**

| | |
|---|---|
| 1 | Administrators/Department Heads<br>Budget Review Workshop -- 9:30 - 11:30 a.m. |
| 10 | Regular Board Meeting -- 7:30 p.m. |
| 25 | Holiday (Christmas) -- Schools/Offices Closed<br>(Schools Closed Until January 4, 1988) |

**JANUARY 1988**

| | |
|---|---|
| 1 | Holiday (New Year's Day) -- Schools/Offices Closed |
| 4 | 1988-89 Projected Budgets to Schools/Departments |
| 14 | Regular Board Meeting -- 7:30 p.m. |
| 18 | Holiday (Martin Luther King Day) -- Schools/Offices Closed |
| 28 | Regular Board Meeting -- 7:30 p.m. |

**FEBRUARY 1988**

| | |
|---|---|
| 5 | 1988-89 "Other Funds" Proposed Budgets due in Budget Office |
| 5 | 1988-89 School/Department Proposed Budgets due in Budget Office |
| 11 | Regular Board Meeting -- 7:30 p.m. |
| 15 | Holiday (Presidents Day) -- Schools/Offices Closed |
| 25 | Regular Board Meeting -- 7:30 p.m. |

| | |
|---|---|
| **MARCH 1988** | |
| 10 | Regular Board Meeting -- 7:30 p.m. |
| 11 | Central Budget Review Reports due in Budget Liaison's Office |
| 21-25 | Spring Vacation -- Schools Closed |
| 25-29 | National School Board Association Conference |
| 28 | Regular Board Meeting -- 7:30 p.m. |
| **APRIL 1988** | |
| 2 | Publish Notice of First Budget Committee Meeting |
| 12 | Budget Review Meeting -- 4:30 - 7:30 p.m.<br>Presentation of 1988-89 Budget Message<br>1988-89 Citizen Budget Review Committee Report |
| 14 | Budget Review Meeting -- 4:30 - 7:30 p.m.<br>Budget Overview |
| 14 | Regular Board Meeting -- 7:30 p.m. |
| 19 | Budget Review Meeting -- 4:30 - 9:00 p.m. |
| 21 | Budget Review Meeting -- 4:30 - 9:00 p.m. |
| 26 | Budget Review Meeting -- 4:30 - 9:00 p.m. |
| 28 | Budget Review Meeting -- 4:30 - 7:30 p.m.<br>Board approves 1988-89 Proposed Budget (all funds) for submission to Tax Supervising and Conservation Commission |
| 28 | Regular Board Meeting -- 7:30 p.m. |
| **MAY 1988** | |
| 12 | Regular Board Meeting -- 7:30 p.m. |
| 13 | 1988-89 Proposed Budget (all funds) delivered to Tax Supervising and Conservation Commission |
| 26 | Regular Board Meeting -- 7:30 p.m. |
| 30 | Holiday (Memorial Day) -- Schools/Offices Closed |
| **JUNE 1988** | |
| 9 | Regular Board Meeting -- 7:30 p.m. |
| 23 | Regular Board Meeting -- 7:30 p.m.<br>Board adopts 1988-89 Budget (all funds) |

SURVEY OF LARGE CITY AND COUNTY SCHOOL DISTRICT (DECEMBER 1987)

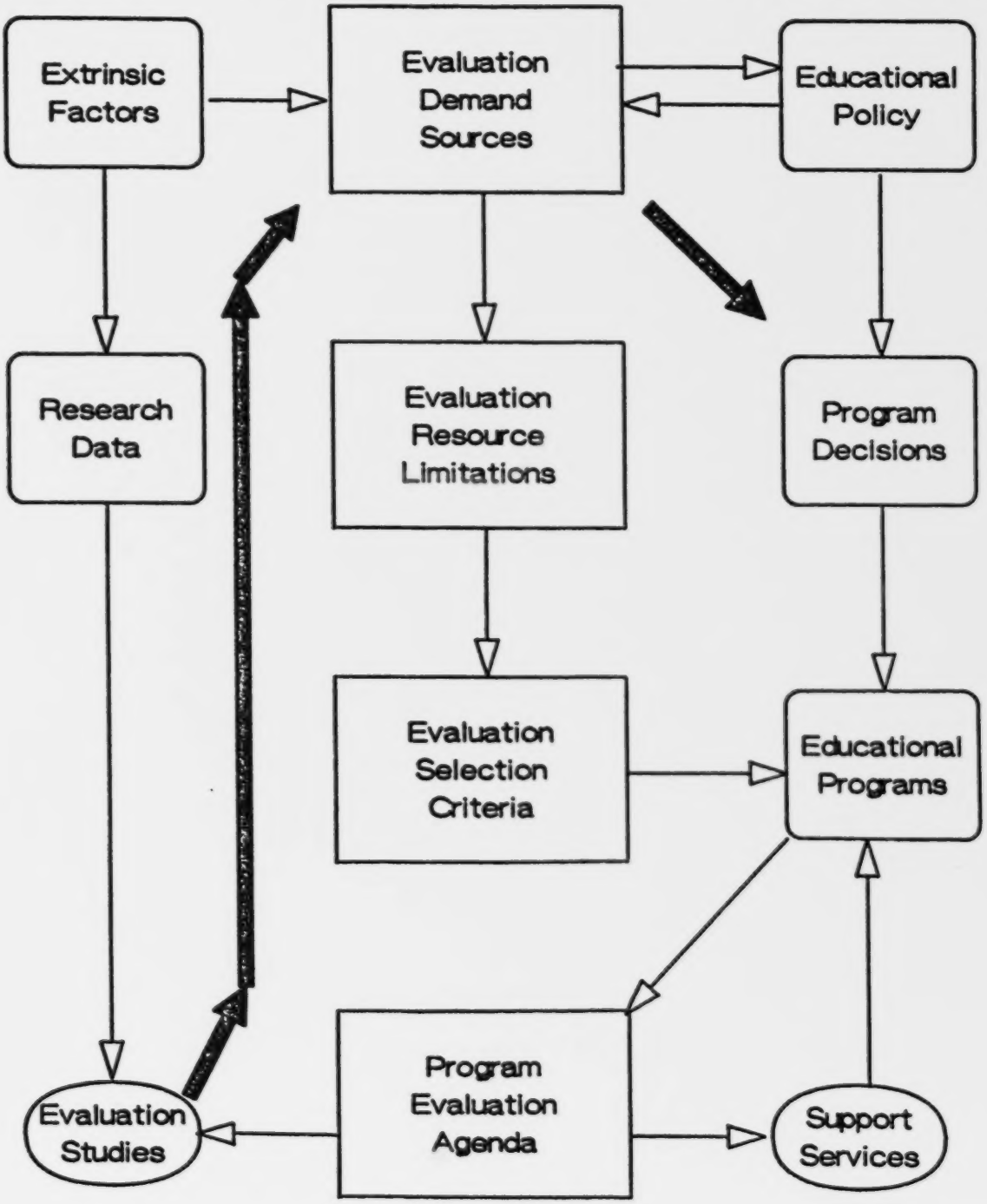
PROGRAM EVALUATION POLICY

| CASE # | DISTRICT | QUESTION 1 | | QUESTION 2 | | QUESTION 3 | | QUESTION 4 | | QUESTION 5 | | | QUESTION 6 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | YES | NO | YES | NO | YES | NO | YES | NO | Supt. | Board | Neither | YES | NO |
| 1 | Milwaukee Public Schools, WI | | 1 | | 1 | 1 | | | 1 | | | 1 | | 1 |
| 2 | Polk County School Board, Barlow, FL | 1 | | 1 | | | 1 | 1 | | 1 | | | 1 | |
| 3 | Toledo Public Schools, Ohio | | 1 | 1 | | | 1 | | 1 | | | 1 | | 1 |
| 4 | San Juan Unified School Dist. CA | | 1 | | 1 | | | 1 | | | | 1 | | 1 |
| 5 | Mt. Diablo Unified School Dist. Concord,CA | 1 | | 1 | | | 1 | | 1 | 1 | | | | 1 |
| 6 | Virginia Beach City, Virginia | | 1 | 1 | | | 1 | | 1 | | | 1 | | 1 |
| 7 | Fairfax County School Dist. Falls Church, Va | 1 | | | 1 | | 1 | 1 | | 1 | 1 | | 1 | |
| 8 | Memphis City Schools | | 1 | | 1 | 1 | | 1 | | | | 1 | 1 | |
| 9 | Balt. City Public Schools, Md | 1 | | 1 | | | 1 | 1 | | | | 1 | 1 | |
| 10 | Chicago Public Schools, ILL | 1 | | 1 | | | 1 | 1 | | | | 1 | 1 | |
| 11 | Newark School District, NJ | 1 | | 1 | | | 1 | | 1 | | | 1 | 1 | |
| 12 | New Orleans Public Schools, LA | | 1 | | 1 | | 1 | | 1 | | | 1 | | 1 |
| 13 | Jefferson County Public Schools | 1 | | | 1 | | 1 | | 1 | 1 | 1 | | | 1 |
| 14 | Long Beach Unified School Dist. Long Beach, CA | | 1 | | 1 | | 1 | | 1 | | | 1 | | |
| 15 | Des Moines Independent Community School Dist. IA | | 1 | | 1 | | 1 | 1 | | | | 1 | | |
| 16 | Orange County Public Schools, Florida | 1 | | 1 | | | 1 | 1 | | 1 | | | 1 | |
| 17 | Indianopolis Public Schools, IN | 1 | | | | | | | | 1 | 1 | | | |
| 18 | Austin Public Schools, Texas | 1 | | 1 | | | 1 | 1 | | 1 | 1 | | | |
| 19 | Caddo Parish School Board, Shreveport, LA | 1 | | 1 | | 1 | | 1 | | 1 | | | | |
| 20 | Hawaii State DOE, Honolulu, HI | 1 | | 1 | | | 1 | 1 | | 1 | | | 1 | |
| 21 | Charleston County Public Schools, S.C. | | 1 | | 1 | | | | 1 | | | 1 | | |
| 22 | Columbus Public Schools, Ohio | | 1 | 1 | | | 1 | | 1 | | | 1 | | |
| 23 | City of London, Ontario, Canada | | 1 | | | 1 | | | 1 | | | 1 | 1 | |
| 24 | Norfolk Public Schools. VA | | 1 | | 1 | | 1 | | | 1 | | | | |
| 25 | Tucson Unified School District | 1 | | 1 | | | 1 | 1 | | | | | 1 | |
| 26 | El Paso School District, Texas | | 1 | | 1 | | 1 | | 1 | | | 1 | | |
| 27 | San Diego Unified School District. CA | 1 | | 1 | 1 | 1 | | | | 1 | 1 | | 1 | |
| 28 | Anne Arundel County Public Schools,Annapolis,MD | | 1 | 1 | | 1 | | 1 | | 1 | 1 | | 1 | |
| 29 | Dept.of Defense Dependents Schools, Alexandria,VA | 1 | | | 1 | | 1 | 1 | | | | 1 | 1 | |
| 30 | Hillsborough County Public Schools, Tampa,FA | 1 | | 1 | | | 1 | 1 | | | | 1 | | |
| 31 | Denver Public Schools, CO | | 1 | | 1 | | 1 | 1 | | | | 1 | 1 | |
| 32 | East Baton Rouge Parish School Board, LA | 1 | | 1 | | | 1 | 1 | | 1 | 1 | | | 1 |
| 33 | USD #259 Wichita KS Public Schools KS | 1 | 1 | | 1 | | 1 | | 1 | | | 1 | | |
| 34 | Mesa Public Schools, Arizona | 1 | | | 1 | | 1 | 1 | | | 1 | | | |
| 35 | Mobil County Public Schools, AL | | 1 | | | | 1 | | 1 | | | | | |
| 36 | Hartford, CT | 1 | | 1 | | | 1 | 1 | | 1 | 1 | | | |
| 37 | New York City Public Schools, NY | 1 | | 1 | | 1 | | 1 | | | | 1 | | |
| 38 | Detroit Public Schools, Detroit, MI | 1 | | 1 | | 1 | | 1 | | | | | | |
| 39 | Pittsburgh Public Schools, PA | | | | | | | | | | | | 1 | |
| 40 | Minneapolis, Minnesota | | 1 | | 1 | | 1 | | 1 | | | 1 | 1 | |
| 41 | Simcoe County Board of Education, Ontario, Canada | 1 | | | 1 | | 1 | 1 | | 1 | | 1 | 1 | |
| 42 | Cincinnati Public Schools, OH | | 1 | | 1 | | 1 | | | | | 1 | 1 | |
| 43 | Philadelphia School District, Pa | | 1 | | 1 | | 1 | | 1 | | | 1 | | |
| 45 | Montgomery County Public Schools | | 1 | 1 | | | 1 | 1 | | 1 | 1 | | | |
| | SUBTOTAL | 23 | 20 | 20 | 20 | 8 | 31 | 22 | 16 | 15 | 9 | 24 | 18 | 8 |

PROGRAM EVALUATION POLICY

| CASE # | DISTRICT | QUESTION 1 | | QUESTION 2 | | QUESTION 3 | | QUESTION 4 | | QUESTION 5 | | | QUESTION 6 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | YES | NO | YES | NO | YES | NO | YES | NO | Supt. | Board | Neither | YES | NO |
| 46 | Fresno Unified School District, CA | 1 | | | 1 | | 1 | 1 | | 1 | 1 | | 1 | |
| 47 | Dayton Public Schools, Ohio | | 1 | | 1 | | 1 | | 1 | | | 1 | 1 | |
| 48 | The York Region Board of Education, Ontario,Canada | 1 | | 1 | | 1 | | 1 | | | | 1 | | |
| 49 | St Louis Public Schools, MO | 1 | | 1 | | | 1 | 1 | | 1 | 1 | | 1 | |
| 50 | Seattle School District No. 1. WA | 1 | | | 1 | | 1 | | 1 | 1 | | | 1 | |
| 51 | Phoenix Union High School District, AR | | 1 | | | | 1 | 1 | | | | 1 | 1 | |
| 52 | District of Columbia Public Schools, WA. DC | 1 | | | 1 | | 1 | 1 | | 1 | 1 | | | |
| 53 | Scarborough, Ontario, Canada | | 1 | 1 | | 1 | | 1 | | | | 1 | 1 | |
| 54 | Prince George County Public School, MA | | 1 | | 1 | | 1 | | 1 | 1 | | | 1 | |
| 55 | Tulsa Public Schools | | 1 | | | | 1 | | 1 | | | 1 | | |
| 56 | Duval County School Board, Florida | 1 | | 1 | | 1 | | 1 | | 1 | 1 | | | |
| 57 | The Metropolitan Toronto School Board | | 1 | | 1 | | 1 | | 1 | | | 1 | | |
| 58 | School Board of Brevard County | | | | | | | | | | | | | |
| 59 | Rochester City School District, NY | 1 | | 1 | | 1 | | 1 | | 1 | 1 | | 1 | |
| 60 | The Montreal Catholic School Commission C.E.C.M. Canada | | 1 | | 1 | | 1 | 1 | | 1 | 1 | | | |
| 61 | San Francisco Unified School District | | 1 | | 1 | | 1 | 1 | | | | 1 | | |
| 62 | Jefferson County Public Schools, Louisville, KY | | 1 | | 1 | | 1 | 1 | | 1 | | | 1 | |
| 63 | Dallas Independent School District, TX | | 1 | 1 | | | 1 | 1 | | 1 | | | 1 | |
| 64 | Hamilton Township School District | | 1 | | 1 | | 1 | 1 | | | | 1 | | |
| 65 | Sacramento City Unified School District, CA | 1 | | 1 | | | 1 | | | | | 1 | 1 | |
| 66 | Albuquerque Public Schools, NM | | 1 | 1 | | | 1 | 1 | | 1 | 1 | | 1 | |
| 67 | Ottawa, Canada | 1 | | 1 | | 1 | | | | | | 1 | 1 | |
| 68 | Clark County School District, Las Vegas, NV | 1 | | 1 | | | | 1 | | | | 1 | | |
| | SUBTOTAL | 11 | 14 | 12 | 11 | 6 | 18 | 17 | 6 | 13 | 9 | 12 | 14 | 1 |
| | TOTAL | 34 | 34 | 32 | 31 | 14 | 49 | 39 | 22 | 28 | 18 | 36 | 32 | 9 |
| | PERCENT | 50% | 50% | 47% | 46% | 21% | 72% | 57% | 32% | 41% | 26% | 53% | 47% | 13% |

## Conceptual Model of Evaluation Policy Cycle

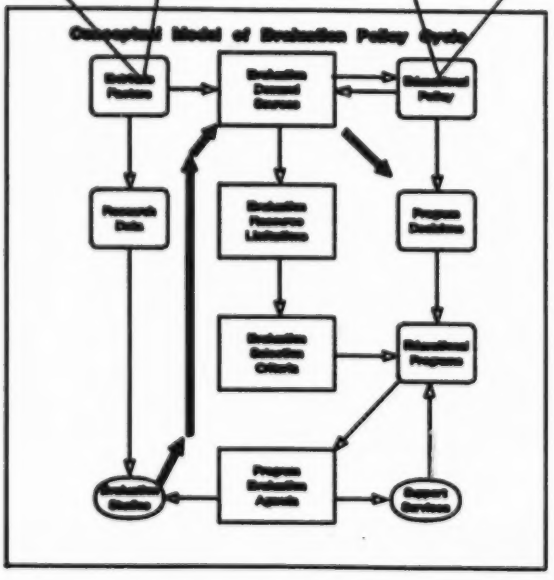


## Extrinsic Factors

- Societal Values
- Community Needs
- Special Interests

## Educational Policy

- Goal Setting
- Planning & Budgeting
  - Long Term
  - Short Term





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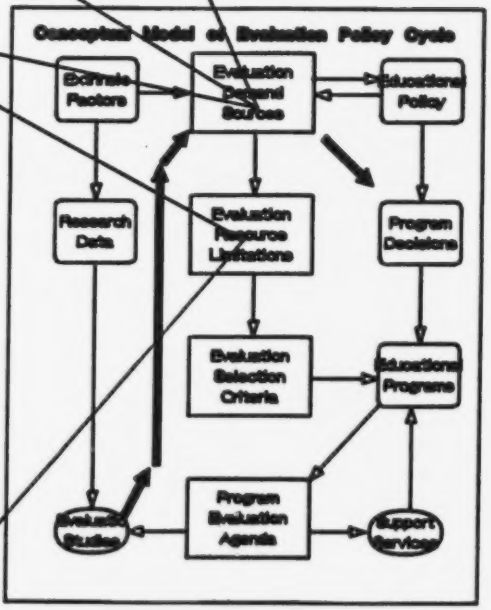
## Sources of Demand for Evaluation

- Board of Education
- Superintendent & Cabinet
- Curriculum Department
- Directors of Instruction
- Principals
- Project Directors
- Federal Government
- State Government

## Evaluation Resource Limitations

- Fixed Staff
- Annual Budget
- External Funds



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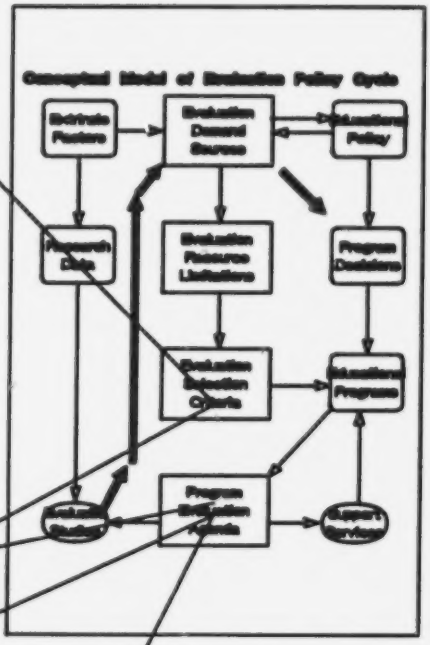
## Evaluation Selection Criteria

- Program Scope
- Achievement Gap
- Request Source
- Basic Skills
- Evaluation History
- Program Management
- Urgency of Need



## Program Evaluation Agenda

- Evaluation Studies
- Research Studies
- Design Services
- Technical Services

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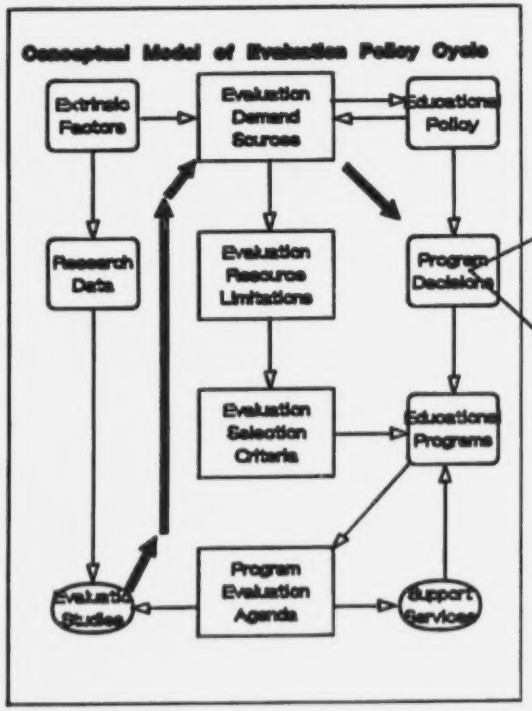
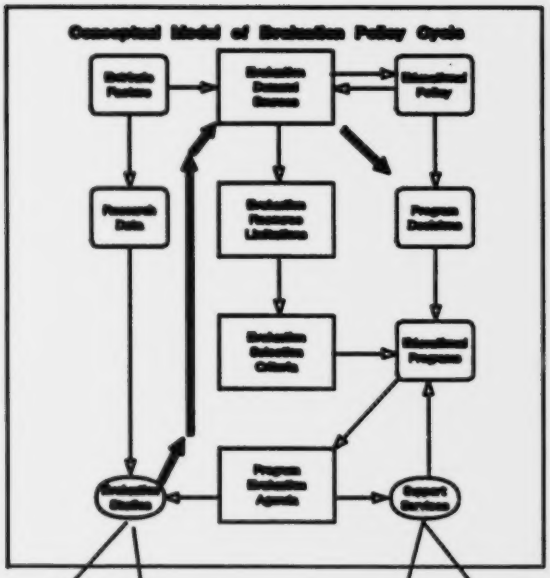



## Program Decisions

- Select Programs
- Implement Programs
- Revise Programs
- Continue Programs



## Evaluation Studies

- Formative
- Summative
- Research

## Support Services

- Evaluation Design
- Measurement Design
- Information System Design
- Data Analysis
- Data Interpretation



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